United Nations A/58/6 (Sect. 25)

General Assembly

Distr.: General
25 March 2003

Original: English

Fifty-eighth session

Proposed programme budget for the biennium 2004-2005*

Part VI
Human rights and humanitarian affairs

Section 25
Protection of and assistance to refugees

(Programme 21 of the medium-term plan for the period 2002-2005)**

Contents

	Page
Overview	2
Programme of work	5
Subprogramme 1. International protection	5
Subprogramme 2. Assistance	9
Annex	
Recurrent outputs not to be carried out in the biennium 2004-2005	16

* The approved programme budget will subsequently be issued in final form as *Official Records of the General Assembly, Fifty-eighth Session, Supplement No. 6* (A/58/6/Rev.1).

** *Official Records of the General Assembly, Fifty-seventh Session, Supplement No. 6* (A/57/6/Rev.1).

03-29533 (E) 140403

Section 25
Protection of and assistance to refugees

(Programme 21 of the medium-term plan for the period 2002-2005)

Overview

25.1 The Office of the United Nations High Commissioner for Refugees (UNHCR) is responsible for the implementation of the programme of work under this section. The General Assembly established the Office in its resolution 319 A (IV) of 3 December 1949 and approved the Statute in resolution 428 (V) on 14 December 1950. In subsequent resolutions, the General Assembly, the Economic and Social Council and the Executive Committee of the Programme of the High Commissioner have called upon the Office, in the context of its basic mandate, to assist other groups of persons regarded as falling within the competence of the High Commissioner.

25.2 The overall objective of UNHCR is to assist Governments to provide international protection to refugees and to seek durable solutions to refugee problems. UNHCR is required by its mandate to safeguard the fundamental principle of non-refoulement, and the institution of asylum, and to ensure that the basic rights of refugees are respected and that they are treated in a decent and humane manner. As regards UNHCR assistance activities, the General Assembly, in its resolution 832 (IX) of 21 October 1954, expanded the basic provisions of the Statute. In subsequent resolutions, the Assembly called upon the High Commissioner to provide assistance to returnees and to monitor their safety and well-being on return to their countries of origin.

25.3 Furthermore, based on specific requests from the Secretary-General or the competent principal organs of the United Nations and with the consent of the States concerned, UNHCR provides humanitarian assistance and protection to internally displaced persons, in accordance with General Assembly resolution 48/116 of 20 December 1993. In complex humanitarian emergencies, in addition to discharging its particular international protection mandate, UNHCR also contributes to the provision of humanitarian assistance within the framework of a United Nations system-wide coordinated response, in accordance with General Assembly resolution 46/182 of 19 December 1991.

25.4 In its resolution 57/186 of 18 December 2002, the General Assembly renewed the mandate of UNHCR for a further period of five years, from 1 January 2004. Consistent with the revised medium-term plan for the period 2002-2005, during the coming biennium UNHCR would continue to carry out its functions within the framework of two subprogrammes, that is, international protection and assistance. The programme of work will focus on the implementation of the Agenda for Protection, adopted by the Executive Committee of the Programme of the High Commissioner at its fifty-third session, held at Geneva from 30 September to 4 October 2002 (A/57/12/Add.1, annex IV).

25.5 The work of UNHCR for the coming biennium will be shaped further by the policy goals set out by the High Commissioner in his report to the General Assembly at its fifty-seventh session (A/57/12 and Add.1). In its resolution 57/186, the General Assembly decided to consider at its fifty-eighth session the proposals of the High Commissioner, which were prepared in consultation with the Executive Committee and the Secretary-General with the aim of strengthening the capacity of the Office to carry out its mandate.

25.6 The High Commissioner's proposals aim at improving the governance of UNHCR and at strengthening the Office as a multilateral institution. Other issues include broader funding

arrangements and the position of UNHCR within the United Nations system, especially the need to ensure greater collaboration, coordination and strengthened partnerships.

25.7 The key governance structure of UNHCR is the Executive Committee, which was established pursuant to General Assembly resolution 1166 (XII) of 26 November 1957 to advise the High Commissioner in the exercise of his/her functions and to approve the use of extrabudgetary funds made available to the High Commissioner. The annual cycle of meetings of the Executive Committee consists of one annual plenary session and a number of inter-sessional meetings of the Standing Committee. The membership of the Executive Committee is expanding, and now stands at 64. Reports on the Executive Committee's sessions are submitted to the General Assembly as addenda to the reports of the High Commissioner.

25.8 The High Commissioner provides the overall direction, supervision and management of the activities under this programme. The High Commissioner is elected by the General Assembly on the nomination of the Secretary-General. The functions of the High Commissioner are set out in the annex to the Statute of UNHCR. The High Commissioner is assisted by a Deputy High Commissioner and an Assistant High Commissioner.

25.9 The expected accomplishments and indicators of achievement of UNHCR during the biennium 2004-2005 and the related resource requirements for the implementation of the work programme are indicated hereunder. Table 25.1 shows the framework of the expected accomplishments and indicators of achievement.

Table 25.1 **Framework of expected accomplishments and indicators of achievement by component**

Component	*Number of expected accomplishments*	*Number of indicators of achievement*
Programme of work		
International protection	7	9
Assistance	5	11
Total	**12**	**20**

25.10 The regular budget resources proposed for the biennium 2004-2005 under this section amount to $48,456,000, representing an increase of $2,500,000, or 5.4 per cent, over the revised appropriation for the current biennium. The increase is proposed to strengthen the regular budget component of the High Commissioner's administrative expenditures, which, in accordance with Article 20 of the Statute of UNHCR, is financed under the regular budget. The regular budget's share of the total projected resources of UNHCR for 2004-2005 amount to 2.6 per cent.

25.11 Table 25.3 below shows the proposed overall level of resources under this section, while table 25.4 indicates the number of posts by funding sources, both for the current biennium and those proposed for the biennium 2004-2005.

25.12 The issue of publications as a part of the programme of work has been reviewed in the context of each subprogramme. It is anticipated that recurrent and non-recurrent publications will be issued as shown below in summary and as distributed in the output information for each subprogramme.

Table 25.2 **Summary of publications**

Publications	*2000-2001 actual*	*2002-2003 estimate*	*2004-2005 estimate*
Recurrent	2	23	22
Non-recurrent	-	20	20
Total	**2**	**43**	**42**

Table 25.3 **Resource requirements by component**

(Thousands of United States dollars)

(1) *Regular budget*

Component	*2000-2001 expenditure*	*2002-2003 appropriation*	*Resource growth*		*Total before recosting*	*Recosting*	*2004-2005 estimate*
			Amount	*Percentage*			
Protection of and assistance to refugees	40 399.9	45 956.0	2 500.0	5.4	48 456.0	826.1	49 282.1
Total	**40 399.9**	**45 956.0**	**2 500.0**	**5.4**	**48 456.0**	**826.1**	**49 282.1**

(2) *Extrabudgetary*

	2000-2001 expenditure	*2002-2003 estimate*	*2004-2005 estimate*
Total	**1 562 367.1**	**2 051 530.4**	**1 849 549.0**
Total (1) and (2)	**1 602 767.0**	**2 097 486.4**	**1 898 831.1**

Table 25.4 **Post requirements**

Category	*Established regular budget posts*		*Temporary posts*				*Total*	
			Regular budget		*Extrabudgetary*			
	2002-2003	*2004-2005*	*2002-2003*	*2004-2005*	*2002-2003*	*2004-2005*	*2002-2003*	*2004-2005*
Professional and above								
USG	1	1	-	-	-	-	1	1
ASG	1	1	-	-	1	1	2	2
D-2	-	-	-	-	18	18	18	18
D-1	-	-	-	-	57	67	57	67
P-5	-	-	-	-	140	167	140	167
P-4/3	-	-	-	-	831	873	372	397
P-2/1	-	-	-	-	134	204	593	680
Subtotal	**2**	**2**	**-**	**-**	**1 181**	**1 330**	**1 183**	**1 332**
General Service								
Principal level	-	-	-	-	44	52	44	52
Other level	-	-	-	-	187	324	187	324
Subtotal	**-**	**-**	**-**	**-**	**231**	**376**	**231**	**376**
Other categories[a]								
Local level	-	-	-	-	2 860	2 650	2 860	2 650
Field Service	-	-	-	-	43	34	43	34
Subtotal	**-**	**-**	**-**	**-**	**2 903**	**2 684**	**2 903**	**2 684**
Total	**2**	**2**	**-**	**-**	**4 315**	**4 390**	**4 317**	**4 392**

[a] National Officers not included in the number of posts: 258 for 2002-2003 and 289 for 2004-2005.

Programme of work

25.13 The programme of work is implemented at UNHCR headquarters and in the field through the Executive Office, supported by a number of offices under the Departments of International Protection and of Operations, the Divisions of Human Resource Management, of Financial and Supply Management and of Communication and Information. UNHCR operations are grouped into the following regions: Africa; Europe; the Americas; Asia and the Pacific; and Central Asia, South-West Asia, North Africa and the Middle East. In support of those operations, UNHCR undertakes its activities through 120 country offices. Country representatives act on behalf of the High Commissioner and are accountable to him/her for their activities in the country or countries to which they are accredited.

Subprogramme 1
International protection

25.14 The activities to be implemented under this subprogramme are under the overall responsibility of the Department of International Protection. The programme of work is formulated by drawing upon subprogramme 1 of programme 21 of the medium-term plan for the period 2002-2005.

Table 25.5 **Objectives for the biennium, expected accomplishments, indicators of achievement and performance measures**

Objective: To provide international protection to refugees and to others of concern to UNHCR and to seek solutions to their problems.

Expected accomplishments	*Indicators of achievement*
(a) Increased number of accessions to relevant conventions and protocols	(a) (i) An increase in the number of accessions to the 1951 Convention relating to the Status of Refugees and/or its 1967 Protocol *Performance measures*: 2000-2001: 139 signatories Estimate 2002-2003: 144 signatories Target 2004-2005: 150 signatories (ii) The number of States subscribing to "Convention Plus" agreements *Performance measures*: 2000-2001: 0 States parties Estimate 2002-2003: 0 States parties Target 2004-2005: 6 States parties
(b) Improved observation by States of internationally accepted standards for the treatment of refugees, especially the fundamental principles of asylum and non-refoulement	(b) Number of States adopting or amending national refugee legislation, and establishing arrangements for refugee protection *Performance measures*: 2000-2001: not available Estimate 2002-2003: 0 States parties Target 2004-2005: 5 States parties
(c) A more timely and effective response to protection of refugee women and children and the elderly, including prevention of and response to sexual and gender-based violence, as well as the prevention of, and improved response to, cases of refugee exploitation	(c) Decrease in the number of incidents related to sexual and gender-based violence reported to health clinics in refugee camps *Performance measures*: 2000-2001: not available Estimate 2002-2003: to be determined Target 2004-2005: 20 per cent decrease in cases reported

(d) The active facilitation, where conditions permit, of voluntary repatriation in conditions of safety and dignity, based on the free and informed decision of the refugees, followed up by the monitoring of the situations in countries to which the refugees return	(d) The number of refugees and other persons of concern who return from situations of forced displacement *Performance measures*: 2000-2001: 0.46 million returnees Estimate 2002-2003: 2 million returnees Target 2004-2005: 3 million returnees
(e) The promotion of local integration as a durable solution, in accord with the High Commissioner's strategy of development through local integration, as well as the updating and the development of tools and guidelines to support local integration	(e) The number of pilot countries that have adopted the High Commissioner's strategy of development through local integration *Performance measures*: 2000-2001: not available Estimate 2002-2003: 1 pilot country Target 2004-2005: 5 pilot countries
(f) The promotion of resettlement as a form of providing protection, durable solutions and a burden-sharing mechanism, as well as the refinement of tools to improve monitoring and oversight of the resettlement function	(f) (i) The number of persons resettled *Performance measures*: 2000-2001: 29,000 resettled Estimate 2002-2003: to be determined Target 2004-2005: 30,000 resettled (ii) An increase in the number of countries engaged in resettlement
(g) Further progress in relation to the High Commissioner's five commitments to refugee women: namely, their active participation in management and leadership structures; individual registration and documentation; integrated strategies at the country level to address sexual and gender-based violence; participation in the management and distribution of food and non-food items; and provision of sanitary materials as standard practice	(g) The number of UNHCR country operations plans reflecting the five priority categories and key sectors *Performance measures*: 2000-2001: not available Estimate 2002-2003: 50 per cent Target 2004-2005: 85 per cent

External factors

25.15 The subprogramme is expected to achieve its objectives and expected accomplishments on the assumption that States will need to see a convergence between their national interests and the upholding of the international protection regime. To support and renew that regime, UNHCR, together with Member States, have elaborated an Agenda for Protection whose implementation

extends to the end of the next biennium. A further assumption is that the international situation is favourable to the pursuit of durable solutions, especially of voluntary repatriation.

Outputs

25.16 During the biennium, the following outputs will be delivered:

(a) Servicing of intergovernmental and expert bodies (extrabudgetary):

(i) General Assembly:

a. Parliamentary documentation. Report of the High Commissioner (2);

b. Substantive servicing of meetings. Assistance to the Third Committee in its review of the High Commissioner's report (8); preparation of two meetings per year of the Refugee Forum, a new consultative forum on "Convention Plus" (4); assistance to the General Assembly in its review of the High Commissioner's report (2); preparation for, and servicing of meetings of the Executive Committee (2); and preparation/servicing of the June-July meeting at which protection issues are a key component of the agenda (2);

(ii) Executive Committee: parliamentary documentation. Three conference room papers on protection-related issues prepared for each mid-year meeting of the Standing Committee; two issues of the note on international protection and two of the annual theme;

(b) Other substantive activities (extrabudgetary):

(i) Recurrent publications. *Refugee Survey Quarterly*; *Refug'es*;

(ii) Fact-finding missions. Some 100 protection-related missions to be undertaken by the senior management of UNHCR (High Commissioner, Deputy High Commissioner, Assistant High Commissioner and the Director of the Department of International Protection);

(iii) Press releases, press conferences. Press conferences (80);

(iv) Technical material. Maintenance and update of the collection of international instruments and other legal texts concerning refugees and displaced persons (English/French); update and publish, twice yearly, a CD-ROM entitled "REFWORLD", which provides, for external users, UNHCR official documents, legal information and other reference information;

(v) Audio-visual resources. Videos (normally of 8-15 minutes duration, in English and French) on a range of refugee-related topics;

(c) Technical cooperation (extrabudgetary):

(i) Advisory services. Assistance to Governments (20) in the establishment of refugee determination procedures and national legislation related to refugee matters;

(ii) Training courses, seminars and workshops. Organization, with the International Institute of Humanitarian Law, San Remo, Italy, of an annual refugee law course for some 50 non-UNHCR participants from 30 countries; provision of protection learning programmes (at various levels, of 6 to 9 months duration) to some 300 UNHCR staff; and organization of some 200 training events world-wide for government officials and non-governmental implementing partners on refugee law, with overall participation of some 5,000 persons;

(iii) Field projects. Preparation, implementation and monitoring, in cooperation with a range of implementing partners, of some 225 annual projects directly related to international protection and involving activities related to local settlement, repatriation and resettlement.

Subprogramme 2
Assistance

25.17 The subprogramme is under the responsibility of the Department of Operations, which embraces the various regional operations. The programme of work is formulated by drawing upon subprogramme 2 of programme 21 of the medium-term plan for the period 2002-2005.

Table 25.6 **Objectives for the biennium, expected accomplishments, indicators of achievement and performance measures**

Objective: To ensure the provision of humanitarian assistance to those of concern to UNHCR from the outset of an emergency, until such time as the beneficiaries have been successfully reintegrated in their communities of origin, while at the same time paying particular attention to the capacities and needs of the priority categories of refugee women, children, adolescents and the elderly.

Expected accomplishments	*Indicators of achievement*
(a) Further improvement to UNHCR levels of emergency preparedness and contingency planning	(a) (i) Number of contingency plans elaborated in response to potential refugee emergencies *Performance measures*: 2000-2001: not available Estimate 2002-2003: 5 contingency plans elaborated Target 2004-2005: 5 contingency plans elaborated (ii) Improved stockpile arrangements, by supplementing UNHCR central and regional stockpiles through "draw-down" agreements with government parties to access their own stockpiles *Performance measures*: 2000-2001: not available Estimate 2002-2003: 2 agreements to access government stockpiles Target 2004-2005: 5 agreements to access government stockpiles

		(iii) Number of people trained, both at regional and central locations, especially for those on the emergency response team rosters *Performance measures*: 2000-2001: not available Estimate 2002-2003: 115 people trained (UNHCR and partners) annually Target 2004-2005: 115 people trained (UNHCR and partners) annually
(b) Improved quality of life of refugees benefiting from care and maintenance programmes in camp situations by promoting, where possible, greater self-reliance	(b)	(i) The number of non-governmental organizations and implementing partners involved in the implementation of community-based integration projects that have been incorporated into national development plans, along the lines of the High Commissioner's development through local integration strategy *Performance measures*: 2000-2001: not available Estimate 2002-2003: 5 planning/ implementation partners Target 2004-2005: 10 planning/ implementation partners (ii) By an increase in the number of UNHCR operations providing (in annual country reports) information indicating quantifiable improvements in the quality of life against core standards *Performance measures*: 2000-2001: not available Estimate 2002-2003: 60 per cent of country reports Target 2004-2005: 80 per cent of country reports (iii) The number of microfinance projects undertaken to benefit refugees and the surrounding local communities

	Performance measures: 2000-2001: not available Estimate 2002-2003: 10 projects Target 2004-2005: 20 projects
(c) Improved registration data resulting from new systems, procedures and tools developed under Project Profile, and the revised Registration Handbook (2003)	(c) Number of refugee operations assisted by technical support to improve UNHCR registration exercises *Performance measures*: 2000-2001: not available Estimate 2002-2003: 10 refugee operations with improved data Target 2004-2005: 15 refugee operations with improved data
(d) Improved operational cooperation with a range of actors (Governments, intergovernmental organizations, non-governmental organizations) to better protect people of concern to UNHCR and to ensure delivery of quality programmes to meet their needs	(d) (i) Increase in the number of UNHCR offices regularly participating in the United Nations Development Assistance Framework activities at the country level *Performance measures*: 2000-2001: not available Estimate 2002-2003: 30 UNHCR offices participating Target 2004-2005: 75 UNHCR offices participating (ii) Number of government development agencies involved in the support of countries hosting/reintegrating refugees in accord with the High Commissioner's strategy of repatriation, reintegration, rehabilitation and reconstruction, as well as in the development through local integration strategy *Performance measures*: 2000-2001: not available Estimate 2002-2003: 4 government development agencies Target 2004-2005: 8 government development agencies

(e) Progress in mainstreaming priority categories of beneficiaries (women, children, adolescents and the elderly) and key sector activities such as education (especially of refugee girls), health (including strategies to address HIV/AIDS in refugee settings) and the environment	(e) (i) Proportion of country operations plans citing priority categories in key sectors *Performance measures*: 2000-2001: not available Estimate 2002-2003: 50 per cent Target 2004-2005: 80 per cent (ii) Percentage of recommendations from recent evaluations on women, children and community services implemented *Performance measures*: 2000-2001: not available Estimate 2002-2003: 75 per cent of recommendations implemented Target 2004-2005: 100 per cent of recommendations implemented

External factors

25.18 The subprogramme is expected to achieve its objectives and expected accomplishments on the assumption that sufficient resources will be provided by the international community, in a spirit of burden-sharing and international solidarity.

Outputs

25.19 During the biennium, the following outputs will be delivered:

(a) Servicing of intergovernmental and expert bodies (extrabudgetary):

(i) General Assembly. Substantive servicing of meetings: assistance in the review of the High Commissioner's report (10);

(ii) Executive Committee:

a. Substantive servicing of meetings. Pledging conferences (annual) (2); preparation for, and facilitation of, the Executive Committee's consideration of assistance matters (2); and preparation for, and facilitation of, the Standing Committee's consideration of assistance related issues (6);

b. Parliamentary documentation. Preparation of 10 documents related to assistance issues, including the annual programme budget, reports on UNHCR inspection and evaluation activities, etc.; and 20 conference room papers related to a range of assistance issues;

(b) Other substantive activities (extrabudgetary):

(i) Recurrent publications. Publication of a newsletter dealing with environmental activities of the Office; production (annual update) of the Knowledge Information Management System, which contains guidelines and information on programming, programme priorities and technical information;

(ii) Non-recurrent publications. New publications/or revisions of existing documents relating to a range of sectors (health, environment, reintegration, community services, refugee women, children/adolescents) and activities, e.g., registration, micro-finance;

(iii) Fact-finding missions. Some 200 fact-finding missions undertaken annually in relation to contingency planning, emergencies, programme priority areas and the various technical sectors;

(iv) Seminars for outside users. Organization of one major international consultation with non-governmental organization implementing partners (some 450) annually; four regional consultations annually; and some 20 seminars for UNHCR implementing partners in relation to priority areas of refugee women, children/adolescents, the elderly and the environment;

(c) Technical cooperation (extrabudgetary):

(i) Training courses, seminars and workshops. A range of emergency-related training programmes will be conducted by UNHCR. The basic course, Workshop for Emergency Management, will be given in six sessions to 150 UNHCR staff and 80 non-UNHCR staff. Administration, finance, operations and management learning programmes will be conducted for some 1,000 UNHCR staff as well as staff training in relation to security issues;

(ii) Field projects. Some 150 assistance projects, undertaken in cooperation with implementing partners, are annually prepared, implemented and monitored in some 120 countries. The projects are grouped according to two types of assistance, namely emergency assistance, and care and maintenance. Some 10 projects, administered from Headquarters, aimed at providing programme expertise and financial resources to promote the mainstreaming of programme priorities (women, children/adolescents, elderly and the environment) are held in field operations.

Table 25.7 **Resource requirements**

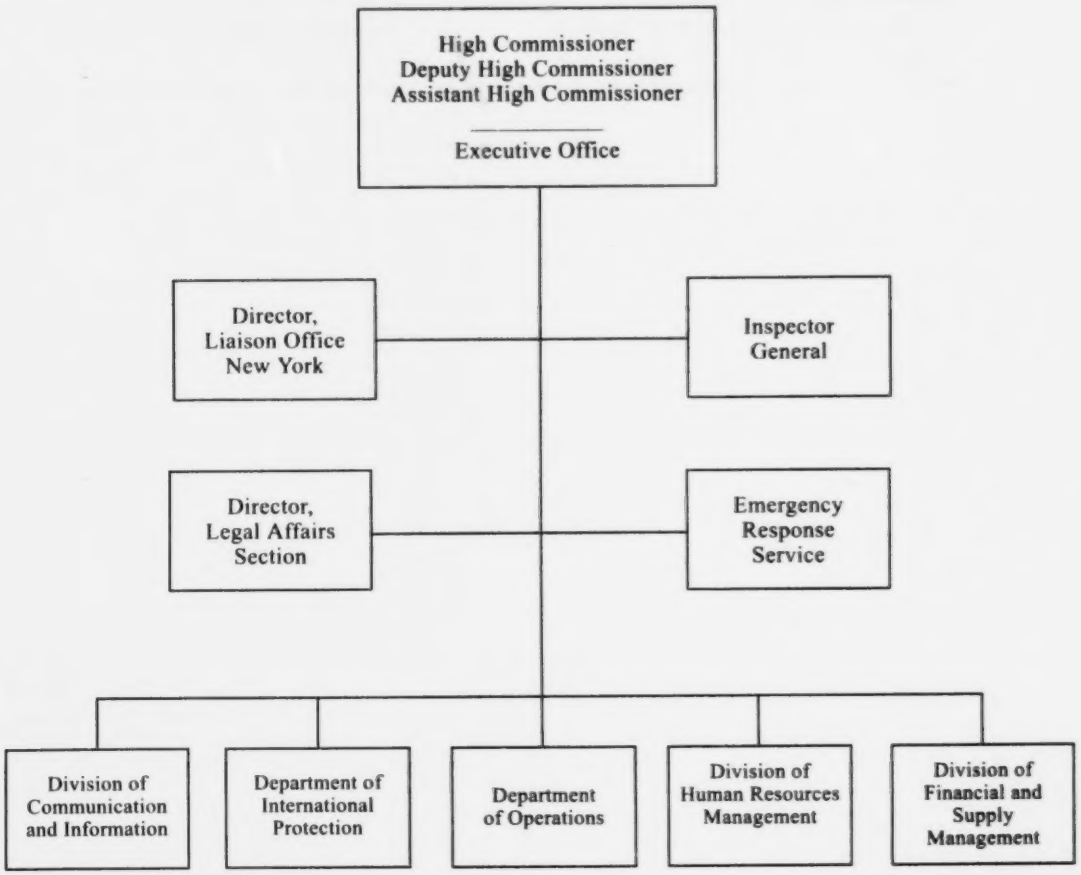
	Resources (thousands of United States dollars)		*Posts*	
Category	*2002-2003*	*2004-2005 (before recosting)*	*2002-2003*	*2004-2005*
Regular budget				
Post	778.7	778.7	2	2
Non-post	45 177.3	47 677.3	-	-
Subtotal	**45 956.0**	**48 456.0**	**2**	**2**
Extrabudgetary	2 051 530.4	1 849 549.0	4 315	4 390
Total	**2 097 486.4**	**1 898 005.0**	**4 317**	**4 392**

25.20 In accordance with article 20 of the Statute of UNHCR, administrative expenditures relating to the functioning of UNHCR are borne under the regular budget of the United Nations, and all other expenditures relating to the activities of UNHCR are financed by voluntary contributions. While the Statute does not define what is meant by "administrative expenditures", the term, based on a definition offered by the Advisory Committee on Administrative and Budgetary Questions in a report submitted to the Assembly at its seventh session (see A/2157, part III), has been interpreted to mean expenses other than operational expenses and the related management costs.

25.21 The amount of $48,456,000 proposed for the biennium 2004-2005 relates to: (a) provisions for posts of the High Commissioner and the Deputy High Commissioner ($778,700) and (b) a grant of $47,677,300 to be utilized towards the administrative costs of UNHCR. The level of the grant includes an increase of $2,500,000 to continue to strengthen the regular budget component of the administrative expenditures of UNHCR following the completion of the redefinition and recategorization of UNHCR posts as was envisaged in the proposed programme budget for the biennium 2002-2003 (A/56/6 (Sect. 23), para. 23.19). The provision of funds to UNHCR for the administrative expenditures of the Office of the High Commissioner in the form of a grant rather than as posts was initiated in the biennium 2002-2003. It was designed to simplify the UNHCR budgetary process and would be subject to review after three bienniums, as indicated in the proposed programme budget for the biennium 2002-2003 (ibid., para. 23.20).

Office of the United Nations High Commissioner for Refugees

Organizational structure for the biennium 2004-2005



Annex

Recurrent outputs not to be carried out in the biennium 2004-2005

A/56/6 paragraph	*Output*	*Quantity*	*Reason for discontinuation*
23.12 (b) (i)	The State of the World's Refugees	1	Not required for the biennium 2004-2005
Total		**1**	